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ABSTRACT

This study identified the views of state administrators from seven midwestern states about cultural diversity and workforce 2000. A survey of 500 high level state public administrators from Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin was conducted in Spring 1993. Respondents (n=125) were 66 percent male, 77 percent white, 98 percent with college degrees, 37 percent merit appointees, and 57 percent with more than government service experience. Nearly 52 percent of respondents were unfamiliar with the Hudson Institute's 1987 study about Workforce 2000. An overwhelming majority felt that Masters in Public Administration programs should recruit, educate, and graduate more women and minorities to meet the managerial workforce needs of the year 2000. A majority of respondents considered "managing diversity in the workplace" an important managerial competency (67 percent) and comments elicited 33 specific qualities or competencies. Respondents suggested several strategies to facilitate movement of minority and women employees into managerial positions. Overall, survey respondents demonstrated considerable awareness of issues associated with a culturally diverse workforce among administrators. (Contains 37 references.) (JB)

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ED 369 349

ORIENTATIONS OF STATE ADMINISTRATORS TOWARD CULTURAL DIVERSITY IN PUBLIC AGENCIES: AN EMPIRICAL STUDY

A RESEARCH REPORT FROM

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ORIENTATIONS OF STATE ADMINISTRATORS TOWARD CULTURAL DIVERSITY IN PUBLIC AGENCIES: AN EMPIRICAL STUDY

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A paper prepared for presentation at ASPA's 54th National Training Conference in San Francisco, California, July, 1993. The empirical data utilized in this paper were collected as a result of a 1992-93 NASPAA (National Association of Schools of Public Affairs and Administration) supported Cultural Diversity Innovation project at Indiana State University. The authors of this paper are responsible for the analyses and conclusion presented in this paper. These do not necessarily represent the position of the Center for Governmental Services or Indiana State University. The staff members of the Center for Governmental Services supported the project activities: Mary Richmond, Chaqra El-Houcin, Indu Vohra, Brian Kerns, Hung Thai Pham, Ahmad Al-Mazrouie, Terry Soviak, Kristi Bellamy and Ibrahim Garba. The authors appreciate the inputs of colleagues who had reviewed the survey instrument and made suggestions for its improvement: Professor John Crittenden, Professor Robert Puokou, Professor Michael Erisman and Professor Chris Perry (all of Indiana State University), Professor Christopher Daniel (Kentucky State University), Professor J. Scott McDonald (Jackson State University) and Simani Price, a graduate student in the Department of Psychology at Virginia Polytechnical Institute and State University.

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ABSTRACT

"Orientations of State Administrators Toward Cultural Diversity in Public Agencies: An Empirical Study."

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The objective of this study was to identify the views of state administrators about cultural diversity and workforce 2000. A survey of the high level state public administrators in the midwestern states of Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin was conducted in Spring 1993. A random sample of 500 administrators was chosen from a national listing of state executives. Of these 125 persons returned the mail questionnaire resulting in a 25% response rate. The respondents included 66% males, 77% whites, 98% college degree holders, 37% merit appointees and 57% with more than government service experience.

Nearly 52% were not quite familiar with current writings on cultural diversity project in workforce 2000. An overwhelming majority felt that MPA program should recruit, educate and graduate more women and minorities to meet the managerial workforce needs of the year 2000. A majority of them considered "managing diversity in workplace" as an important managerial competency (67%). They suggested several strategies for the minority and women employees to move to managerial positions and to overcome the barriers to advancement within the agency.

(I)

INTRODUCTION

This study is about cultural diversity in the state agencies and specifically about cultural diversity in their managerial workforce.

Since the release of the Hudson Institute's 1987 study titled **Workforce 2000: Work and Workers for the 21st Century**, several items of scholarly research have appeared about the dimensions of workforce 2000 and cultural diversity (Harrison, 1992; Kavanagh, 1992; ALA, 1990). The present research is seeking to identify the orientations of the state administrators toward this projected culturally diverse workforce. Cultural diversity projected in the workforce 2000 (Kearney & Hays, 1992) is an important concern for Public Administration researchers. How do the state administrators perceive the challenge of a culturally diverse workforce? This general research question has shaped the totality of this present inquiry.

There are a number of reasons for undertaking this research. The departments and schools of Public Administration located in the American universities who are producing MPA graduates need continuing feedback from the practitioners of Public Administrators about this important issue of cultural diversity. It would enable these institutions to design educational programs that would respond to the needs of the managerial workforce for the 21st Century. Some analysts have shown that among the MPA programs, there is widespread agreement on the public administration education (Cleary, 1990; Ventriss, 1991). A major factor for the emergence of this consensus may be directly attributed to NASPAA (National Association of Schools of Public Administration) and its guidelines that have shaped the structure of MPA programs since 1974. The outcomes of this study would be of interest to NASPAA and its member schools. Individual Public Administration educators may also find it useful.

(II)

RESEARCH OBJECTIVES

This exploratory study sought to answer the following research questions relating to the state administrators' views about Workforce: 2000.

1. How familiar were these state administrators with research literature dealing with workforce 2000 and projected cultural diversity in the workforce?

2. What managerial competencies were perceived as important by these public administrators as it related to the culturally diverse workforce?

3. What strategies were recommended by these administrators in developing a culturally diverse managerial workforce?

THE SETTING: THE MIDWESTERN POLITICAL CULTURE

The states included in this survey might at first seem to be so diverse in their geographic areas, settlement patterns, population characteristics, economies, and political attitudes as to defy comparison. Traditional assessments of these states' political orientation and behavior offered by Key (1956) and Fenton (1966) still dominate many observers' views when considering state government performance in general and state administrators' approaches in particular. Thus, Illinois is regarded as the epitome of patronage politics, "a feudal system that rewards mediocrity or worse"; Indiana unrivaled for its "venal" patronage system and a longstanding tradition of "honest graft"; and Ohio known for deferring to the spoils system with "low-taxes, low services, and low public involvement." In contrast, the upper tier of these Midwestern states are cited for eschewing traditional job-oriented politics and embracing a more issue-oriented approach. Thus, Michigan receives high marks for its long tradition of progressive government and delivery of social services; Wisconsin for its extremely clean politics and fervent insistence that public officials be responsive to the people; Minnesota for its openness; and Iowa for its politics of moderation and reason.

More recent studies, notably that by Elazar (1972) and an intensive survey by Pierce and Hagstrom (1983), indicate that the states may no longer be distinct or unique units as once perceived. Several factors combine to suggest these states today are more complementary than contradictory in their approach to public service delivery: increasing urbanization (even in Iowa); population mobility within as well as between states; nationalization of the news media and improved technological capabilities; growing appreciation of the need for utilizing university expertise in state government; and-perhaps of most significance - federal court decisions impacting on the patronage system and its component of the service delivery system. It is within this context that this study examines the orientation of administrators in these seven states toward a culturally diverse workforce.

(III)

DATA SOURCES

This research was limited to the state administrators in seven midwestern states. Table No. 1 provide a statistical profile of these states. A national directory of the state executives in the United States was obtained (Carroll Publishing Co., State Executive Directory, November/February, 1992/1993). The heads of all state agencies located in these states were identified and assigned a numerical digit. Then a random sample of 500 persons was chosen from this list. Table No. 1 shows the actual number of administrators who were included in this survey from each of the seven states. As of this date a 25% rate of return has been achieved on the basis of a single mailing. Additional mailings are planned for the Summer of 1993. The questionnaire used in this study was designed specifically for this study. An earlier national study of the MPA faculty was conducted by the Center for Governmental Services of Indiana State University (Mohapatra and McDowell, 1992). This survey instrument provided some items that were included in the questionnaire. The instrument included both closed-ended and open-ended questions. (A copy is included in the appendix.)

Table No. 1

SELECTED INDICATORS OF THE MIDWESTERN STATES SURVEYED AND RESPONSE PATTERNS

	Illinois	Indiana	Iowa	Michigan	Minnesota	Ohio	Wisconsin
1990 Population	11,431,602	5,544,159	2,776,755	9,295,297	4,375,099	10,847,115	4,891,769
% of Women in Population (1990)	51.4% (5,878,369)	51.5% (2,855,878)	51.6% (1,431,953)	51.5% (4,787,516)	51.0% (2,229,916)	51.8% (5,620,775)	51.1% (2,498,834)
% of African American in Population (1990)	14.8% (1,694,000)	7.79% (432,000)	1.7% (48,000)	13.9% (1,292,000)	2.2% (95,000)	10.6% (1,155,000)	5.0% (245,000)
% of Asians in Population (1990)	2.5% (285,000)	.7% (38,000)	.9% (25,000)	1.1% (105,000)	1.8% (78,000)	.8% (91,000)	1.1% (54,000)
% of Non-White in Population (1990)	29.6% (3,382,070)	11.2% (622,247)	4.5% (1,260,312)	18.7% (1,740,807)	6.8% (298,588)	13.5% (1,465,055)	9.7% (472,440)
Working Population (Non-Farm) (1990)	5,179,000	2,467,000	1,200,000	3,905,000	2,091,000	4,817,000	2,230,000
State Work Force as % of Working Population (1991)	2.58% (133,908)	3.37% (83,168)	4.79% (57,557)	3.41% (133,108)	3.12% (65,300)	2.91% (140,378)	2.91% (64,974)
Number of administrators to whom questionnaire was mailed	125	88	71	76	84	96	60
Response Rate	20% (25)	21.5% (19)	15.4% (11)	19.7% (15)	19% (16)	25% (24)	21.6% (13)

Sources: Council of State Governments, The Book of the States 1992-93, (Vol. 29); Statistical Abstract of the United States 1991; Information Please Almanac Atlas & Yearbook 1992.

*The anonymous survey instrument did not ask the respondents to identify their state or the agency, but many of them did so by returning the completed questionnaire with a cover letter, state agency envelope and by their written comments. The return envelopes with postal marking also showed the state of origin only a few could not be identified.

(IV)

DATA ANALYSIS AND DISCUSSIONS

PROFILE OF SURVEY RESPONDENTS

Table No. 2 provides a general profile of the state administrators who responded to the question survey. The gender distribution among the respondents included 66% males. Nearly 24% were non-whites. Nearly 43% of the survey participants reported directly supervising more than 10 employees. The general educational background of these survey respondents shows very few respondents with less than a college education. Nearly 28% reported holding doctoral or law degrees. A majority of the respondents (55%) had spent more than 15 years in government agencies. The Public Administration educational background of these survey participants included 20 MPA degree holders.

Table No. 2

A GENERAL PROFILE OF THE STATE ADMINISTRATORS
(N = 104)*

EDUCATIONAL LEVEL (N = 120)

Ph.D.	13.9% (17)
MD/DVM	.8% (1)
JD/LLB	15.6% (19)
Master's	40.2% (49)
Bachelor's	26.2% (32)
High School	1.6% (2)
Total	100%

PRESENT POSITION (N = 119)

Elective	1.7% (2)
Political Appointment	36.1% (43)
Merit Employee	38.7% (46)
Other	23.5% (28)
Total	100%

ETHNICITY (N = 123)

White	75.6% (93)
African-American	16.3% (20)
Hispanic	4.1% (5)
Asian	1.6% (2)
Native American	.8% (1)
Other	1.6% (2)
Total =	100%

GENDER (N = 123)

Male	65.9% (81)
Female	34.1% (42)
Total =	100%

SUPERVISORY SPAN (N = 121)

3 or less	20.7% (25)
4 - 7	19.0% (23)
8 - 10	17.4% (21)
More than 10	43.0% (52)
Total =	100%

PUBLIC ADMININISTRATION EDUCATION (N = 42)**

DPA/Ph.D.	2.3% (1)
MPA	47.6% (20)
CPM	9.5% (4)
Workshop/etc.	40.47% (17)
Total =	100%

** The remaining reported no special education or training in Public Administration.

YEARS IN GOVERNMENT SERVICE

1-5 yrs	12.7% (16)
6-10 yrs	18.3% (23)
11-15 yrs	12.7% (16)
16-20 yrs	32.5% (41)
More than 20 yrs	23.8% (30)
Total =	100%

AGENCIES PRIMARILY SUPPORTED WITH FEDERAL FUNDS (N = 115)

Yes	18% (20)
No	82% (95)
Total	100%

*Missing data have been excluded from each tabulation.

Table No. 3
Familiarity with Workforce: 2000 Literature*
(N = 104)

Responses	Percentages
Very familiar	11.5% (12)
Somewhat familiar	32.7% (34)
Not familiar	52.9% (55)
No response	2.9% (3)
Total =	100%

* Responses to survey question: How familiar are you with current writings about "Cultural Diversity projected in the workforce: 2000?" (e.g. Hudson Institute's study titled Workforce 2000, 1987)

FAMILIARITY WITH CULTURAL DIVERSITY

Comments

An item in the survey instrument included a question about Workforce 2000 literature. Based upon the responses, the data indicate that a majority (52%) were unfamiliar with the Hudson Institute's 1987 study about Workforce 2000. The open-ended comments of 22 survey participants about cultural diversity in Workforce 2000 have been reproduced below. These individuals had written-in these comments in the questionnaire in response to the specific item.

1. "Had the opportunity to review a summary of this work. Our administration was in transition."
2. "I would like information regarding cultural diversity programs in Workforce 2000."
3. "I have heard several speakers on the topic and have read some materials."
4. "I receive a lot of information, do not have time to read all of it."
5. "A copy of the study was provided to the department."
6. "Data driven but now some reports are refuting results."
7. "I have read the study and discussed it."
8. "Broad familiarity with labor market trends."
9. "There have been several publications both popular and trade that have published on this issue."
10. "A good model."
11. "Demographic data will be used for training program."
12. "I agree with the forecast of the profile of the workforce."
13. "Our cultural diversity training takes into account the projections made from the study."
14. "I have read the work and we have a copy in our library."
15. "I am very concerned with the perceived degradation of unified cultural identity."
16. "Very familiar with various diversity projections."
17. "I am aware it exists."
18. "I am familiar with the concept."
19. "I have no formal background in this area at this time."
20. "I try not to read anything coming from Hudson Institute."
21. "This subject in my opinion, has received more than its share of emphasis and hoopla than it deserves."
22. "Difficult to respond to this due to lack of familiarity with the study. Have never seen it."

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The data and the comments of the state administrators about "Workforce: 2000" literature indicate considerable awareness about this matter. Yet nearly 52% of the respondents indicated that they were not familiar with the literature relating to Workforce: 2000! This suggests a climate of opportunity to the Public Administration programs to organize formal courses, workshops, symposia, colloquia, etc., on this issue for the benefit of in-service governmental agency administrators. The practitioners of Public Administration may be particularly interested in managerial implications of "Workforce: 2000". They would like to know how to design intra-agency programs to promote cultural diversity. Even the skeptics among our survey respondents want to know more about this matter.

Table No. 4

PERCEIVED IMPORTANCE OF RECRUITING GROUPS TO ENTER MPA PROGRAMS*

Groups	Percent say very important	Rank order
Women	67.3% (70)	4
Native Americans	61.5% (64)	6
African-Americans	71.2% (74)	1
Asian Americans	62.5% (65)	5
Hispanics	69.2% (72)	3
Disabled	70.2% (73)	2
Other	13.5% (14	7

* Question: In your opinion, how important should it be for the graduate schools/departments of Public Administration offering MPA (Master of Public Administration) degrees to recruit, educate and graduate qualified students belonging to the following groups in response to workforce 2000?

RECRUITING CULTURALLY DIVERSE MPA STUDENTS

The Table No. 4 shows the survey responses relating to the perceived importance of recruiting minorities and women in the MPA program. Among the other groups that were written-in by the respondents were as follows:

"Older workers," "Males," "Whites," "White males," Veterans," "Gay/Lesbian," "Foreign students," "Young and mature adult age groups," "Appalachians," "Economically disadvantaged," "Anglo-Americans," "Any other members of cohesive identifiable groups based on race and national origin," "All groups regardless of racial/ethnic origin."

"We have statutorily imposed mandate to act affirmatively in having these groups. Our hiring efforts are impeded if schools do not have these students enrolled."

"Even if culturally diverse student body is not achieved, the white males need exposure to the ideas, contributions and values of those not like them."

In response to this item a few administrators either did not assign weights to any specific groups. In a few cases, the following comments were written-in to de-emphasize a quota approach.

"I am wary of too strict an application of quota in staffing"
"Equally important for all groups. Why should one stick out?"
"I honestly have a problem with putting one group ahead of another."
"Achieving a representative balance is urgently important. Achieving this via quotas or specific groups is not the issue."
"Stress fairness and equality, not preferential treatment."
"I do not think it is necessary to target selected groups for special recruitment efforts."
"All should have equal opportunity to be considered for admission to graduate programs or an equal basis (same criteria)."
"Ethnic background is not as important as desire to succeed in the field and ability to succeed."

There are many implications of these response patterns. A large majority of the respondent administrators seem supportive of the idea of recruiting more minorities and women into the graduate programs in Public Administration. These graduates would provide a recruitment base for the state agencies. However, some open-ended comments also indicate the hesitations of some administrators about selective preferences in student recruitment efforts.

Table No. 5

MANAGERIAL COMPETENCIES VIEWED BY THE STATE ADMINISTRATORS AS MPORTANT IN MANAGING CULTURAL DIVERSE WORKFORCE: 2000

Selected Managerial Competencies	Percent Saying Very Important	Rank Order
Evaluating employee productivity	68.3% (71)	7
Motivating employees	84.6% (88)	3
Problem solving and decision making	85.6% (89)	2
Knowledge of participative decision-making	62.5% (65)	10
Using computer packages (e.g., spreadsheets databases)	29.8% (31)	16
Designing research studies or program evaluations	10.6% (11)	17
Developing monetary budgets	46.2% (48)	13
Counseling and disciplining employees	61.5% (64)	9
Interpersonal communication	89.4% (93)	1
Mentoring employees in career development	35.6% (37)	15
Building teamwork in the work group	78.8% (82)	4
Managing conflict in the work group	75.0% (78)	5
Managing diversity in the workplace	64.4% (67)	8
Influencing superiors and peers	36.5% (38)	14
Understanding the social and political environment	58.7% (61)	11
Commitment to democratic values	46.2% (48)	13
Representing your agency to external constituencies	51% (53)	12
Knowledge of legal processes	30.8% (32)	16
Knowledge of managerial ethics	74.0% (77)	6

MANAGERIAL COMPETENCIES

An open-ended item in the survey instrument solicited the views of the administrators about special competencies needed in managing culturally diverse workforce. Although all respondents did not provide answer to this question, some provided detailed comments. A sampling of these comments have been reproduced below. (Question no. 6)

1. Training and education in cultural diverse population.
2. Sensitivity to cultural diversity.
3. Knowledge of employee development, job enrichment, career counseling.
4. Ability to understand other cultural viewpoints yet to be able to translate into acceptable norms for the jobs which must be performed.
5. Interpersonal communication skills.
6. Developing skills which promote breaking down the barriers of cultural and social differences.
7. They should be trained on special issues such as ADA, harassment, discrimination, child care, etc.
8. Advocacy for diverse groups.
9. Willingness to compromise rather than be confrontational.
10. Ability to recognize prejudicial behavior.
11. Knowledge of sign language and deaf culture.
12. Practice common sense and have an unbiased perspective.
13. Curriculum development for special populations.
14. Cultural anthropology, behavioral psychology, managing change and communication skills.
15. Speak foreign language.
16. Cultural and racial sensitivity training.
17. Ability to recognize culturally based handicaps.
18. Tolerance of diverse workforce.
19. Open mind.
20. Awareness of cultural attitudes affecting work expectations.
21. Practice a policy of inclusion in terms of decision making and other working conditions.
22. To know how the attributes of people can benefit the total output of the agency.
23. Patience, sensitivity and a strong commitment to equality of treatment and analysis of individuals.
24. Expertise in dealing with employees who are not open/receptive.
25. Acceptance of change away from traditional "melting pot" toward the idea of a "stew".
26. Basic understanding of cultural, gender and age issues.
27. Ability to balance commitment to diverse workforce with mission needs.
28. Awareness of legal decisions and requirements relative to the protection of cultural differences.
29. Understanding other people's values and what motivates them.
30. Value people for what they can do, not what they cannot.
31. Ability to explain difference without offending.
32. Ability to see both sides of issues.

33. How to integrate workforce including all cultures represented.

A few respondents also wrote in the following types of answers:

"no difference"; "I do not know, you tell me"; "same as any".

The response patterns associated with this question show the relative importance of various managerial competencies in supervising the culturally diverse workforce. The open-ended comments are particularly helpful in understanding the complexities of managers in such a workforce. Such data would be of considerable interest to those who are responsible for curricular design in the MPA programs and workshops for practitioners.

Table No. 6

EFFICACY OF IN-HOUSE STRATEGIES IN DEVELOPING CULTURALLY DIVERSE MANAGERIAL WORKFORCE OUT OF WOMEN/MINORITY EMPLOYEES

STRATEGIES	Percent Saying Very Effective	Rank Order
A. Encourage them to participate in in-house leadership training program.	44.2% (46)	3
B. Encourage them to enter university-based managerial degree programs (e.g., MPA, MBA, MSW).	36.5% (38)	5
C. Encourage them to join in-house certified public management programs (e.g., CPM).	15.4% (16)	9
D. Providing them with informal on-job training to develop managerial competencies.	49% (51)	2
E. Developing in them general political sensitivity.	29.8% (31)	6
F. Encourage them to join professional groups and attend meetings/workshops organized by these groups.	26.0% (27)	8
G. Encourage them to establish political contacts outside the agency.	9.6% (10)	11
H. Mentoring them about career development options in the public sector.	42.3% (44)	4
I. Assist them in networking with other minority/women employees.	36.5% (38)	5
J. Recommend to them reading of professional periodicals in their field of work.	27.9% (29)	7
K. Encourage them to develop their public relations/presentation skills.	51.9% (54)	1
L. Encourage them to develop their global perspectives through readings of international issues.	18.3% (19)	10

Question: Culturally diverse employment is on the rise in many state agencies. Listed below are some strategies that may be used to develop managerial competencies among the women or minorities for higher level positions. Based upon your own experiences in dealing with employees indicate how effective, you think, each of these strategies are. Please feel free to add to this list any additional strategies that you feel might be useful.

In response to the question relating to the professional development of minority/women employees the survey participants provided specific evaluative views on a number of in-house strategies. These have been shown in Table no. 7.

Table No. 7

EVALUATIVE COMMENTS ON UNIVERSITY-BASED PROGRAMS ON CULTURAL DIVERSITY EDUCATIONAL INNOVATION

Types of Special Programs in Schools/Departments of Public Administration	Percent Saying Very Effective	Rank Order
Developing curricular material for all MPA students designed to emphasize sensitivity toward multi-cultural society.	48.1% (50)	3
Reaching out to recruit, retain and graduate qualified pre-service African-American (and other minorities) women students in the MPA program.	51% (53)	2
Recruiting qualified minority/women employees currently working in public agencies to join MPA programs as part-time students.	63.5% (66)	1
Providing specialized workshops on management topics designed to develop leadership skills among women and minority public employees currently holding non-managerial positions.	45.2% (47)	4
Providing an opportunity for minority/women students in the MPA programs to contact high-level women/minority government agency officials for career counselling.	35.6% (37)	5
Establishing faculty/student exchange program with historically black colleges and universities (HBCUs).	24% (25)	8
Scheduling presentations of high level minority/women officials to small groups of minority/women students currently enrolled in MPA classes about career opportunities in public service.	33.7% (35)	6
Encouraging qualified women/minority MPA students to join Ph.D. programs.	27.9% (29)	7
Providing information to minority/women students about successful role models of Professors of Public Administration.	20.2% (21)	9

Question: **Here is a sampling of specific programs that are being planned and/or implemented by the university-based schools/departments of Public Administration offering MPA programs to improve cultural diversity in the public services. In your opinion, how effective would these programs be in providing culturally diverse managerial workforce for public agencies of the year 2000?**

CULTURAL DIVERSITY PROGRAMS: VIEWS OF PRACTITIONERS

Since 1991 NASPAA has funded 10 cultural diversity innovation projects in the departments/schools of Public Administration of eight different American universities. Using the descriptions of these 10 funded projects and other projects that were not funded, the survey questionnaire sought evaluative opinions of the administrators about these types of projects. Table no. 7 shows the response patterns. The survey respondents assigned varied importance to the effectiveness of these types of projects. Recruiting minority/women employees in the public agencies for MPA programs was considered very effective by 63% of the respondents.

Open-ended comments in response to question no. 11.

1. Quality management course.
2. Increased scholarship opportunities.
3. Provide paid internships with seasoned professionals.
4. It would not hurt to see some diversity of MPA faculty/staff.
5. Multicultural sensitivity training to recognize differences in people.
6. Internships/Mentorships/Field placement.
7. Required courses to deal with cultural diversity in workforce.
8. Rotation assignment in agencies focusing on workforce diversity experience.
9. Assertiveness and communication training.
10. Midcareer sabbaticals for employees.
11. provide credit toward MPA degree for courses/training programs completed in agencies.

STRATEGIES TO OVERCOME BARRIERS

An open-ended item in the survey instrument sought the administrators suggestions for the minority/women employees in state agencies to over come barriers to advancement. The suggestions of those respondents who gave answers to this question as listed below. (Question no. 21)

1. Hiring people who are different.
2. Agencies only consider blacks as minorities. Others are usually not even considered.
3. Civil service system restrictions.
4. Racism and sexism is alive and well. It needs to be confronted by all staff. Training more training.
5. Minorities should be as friendly or if possible comfortable with whites as they are with members of their own race or cultural group. Friendship breaks down a lot of barriers.
6. Current cutbacks in personnel together with job security rules often make it hard to move newer minority employees into advanced positions.
7. Attitudes of everyone.
8. Attain higher education.
9. Education.
10. Elected officials must show leadership and make appropriate appointments.
11. Some unrealistic expectations. Not enough jobs for all the graduates.
12. The barriers to women and minority would be lack of aggressiveness and lack of self-confidence.
13. Attaining competence and commitment involve more sacrifice than many persons are willing to make - that is the true barrier.
14. I do not think that there are substantial barriers to women and minorities in government as evidenced by the number of women and minorities in top level bureaucratic positions in this state government.
15. Preserve a constant front for change to white male power structures. Women of cause must do so in the face of white, black and other minority males.
16. Administrators must understand diversity workforce.
17. If you are "one" hire "one".
18. Continually pursue upgrade training, resist sources telling them they have to be granted positions even when they know performance cannot be expected.
19. Culturally diverse have more to prove and should always keep this in mind.
20. Minorities and women can advance by working hard and demonstrating skills and abilities.

21. Try to develop a network of people that you can help.
22. Racism, sexism and white boys club.
23. Federal government usually outbids us for quality female/minority candidates.
24. The pool of applicants (women/minorities) available for management position in a scientific institution is non-existent.
25. Educational requirements for applicants and oral interview skills are difficult for some applicants to attain.
26. Unions do not allow minorities to advance.
27. Do not let perceived barriers become an obsession to the point of poor work performance. By excelling at your job, become an influential advocate of change, rather than "a thorn" in the side.
28. The system needs to be opened to all persons with comparable salaries.
29. Minorities and women do need to have a broader knowledge of politics and they need to become "familiar faces" to those in power.
30. Insufficient minority applicants.
31. Update professional knowledge and skills. Be more assertive in seeking high level position.
32. There is a great need to provide training first, before promotion to higher level positions.
33. Minorities and women who work in the kitchen have also the responsibility to stand the heat.
34. The predominance of white males in management positions will disappear in the first quarter of the next century.
35. Politics in government is a barrier.
36. Without excellence in performance, social skills, intellectual acuity, perfect written and analytical skills the prejudices, biases and bigotry cannot be challenged.
37. Dispel the concept of the good old boys club.
38. Top management need to value differences in workforce.
39. Developing professional, political and social networks alliances.
40. The typical glass ceiling does appear.
41. Need great deal of commitment to fight discriminating practice.

STRATEGIES OF EMPOWERMENT

An item in the survey questionnaire dealt with managerial level minority/women administration. The respondents were asked about their strategies of success. (Question no. 22) The answers of those who completed this item are listed below.

1. Try to impose skills and knowledge. Be committed to fight discriminating practice.
2. Prestige and influence must be earned by competency.
3. Continue to demonstrate the desire for professional development and prestige and influence will come.
4. These women were not mentored appropriately non-offered appropriate education on assistance. They were set to fail.
5. Take opportunity to produce services, program, projects, etc., which fulfills agency mission and are visible.
6. Interacting with other managers will help.
7. They need opportunities for visible assignments.
8. Experience is the key.
9. Honing skills and continuing education.
10. Take on projects which are important to management.
11. Mentoring programs to develop their skills.
12. By excelling in what they do.
13. By taking a more proactive role inside the agency.
14. Put in effort to visualize and then attain specific goals.
15. It is an individual responsibility.
16. By attending all training and educational opportunities available.
17. By becoming knowledgeable of the subject area for which they have responsibility.
18. The name of the same today is service to customer.
19. These managers should concentrate on good decision making rather than authoritative decision making.
20. Communicate with your boss. Ask how you are doing.
21. Develop knowledge, ability, professional demeanor, and correct written/spoken English.
22. Obtain necessary education in night school or through agency-sponsored training programs.

23. Do not be a squeaky wheel.
24. Do appropriate homework on substance.
25. Must learn technical skills necessary for the job to provide leadership to the group.
26. Be willing to ask for information and listen.

These open-ended responses of 26 administrators are suggestive of various empowerment strategies for the minority and women administrators.

(VI)

CONCLUSIONS

This working paper has tabulated the preliminary findings of a survey of midwestern state administrators about cultural diversity in workforce 2000. These tabulations are somewhat indicative of the status of "cultural diversity" as a concept among the top administrators in the states surveyed. Some major conclusions emerge from this working paper. First, the response patterns suggest considerable awareness of the issues associated with culturally diverse workforce among these administrators. Still there is room for greater awareness when nearly 52% of the respondents are unfamiliar with the proposed cultural diversity in workforce 2000. Second, the Public Administration academic community may give some attention to its role in providing educational/training services to the practitioners, some of whom would like to know specific attributes needed by them in managing a culturally diverse workforce in their agencies. More emphasis on demographic change may not be enough for these administrators. They want to know the types of managerial skills and knowledge that are needed to be effective in the year 2000. Thirdly, the data on managerial competencies seems particularly important. It shows the types of competencies that are needed by the public managers who want to be effective in the culturally diverse workforce. Fourthly, minority/women administrators would find the data on individual strategies of success very useful. Similarly, the institutional program administrators responsible for developing programs designed for women/minority employees would find the suggestions of the practitioners very useful. Fifthly, the evaluative comments of practitioners about educational innovation projects would be important for those responsible for designing such future projects. Finally, this paper has opened up a window for Public Administration educators to see the real world of state administrators who are grappling with the idea of managing the culturally diverse workforce of the future. We might try to answer some of their tough questions through future research and practical real world programs.

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Appendix

Survey Instrument Used in the Study

January 15, 1993

A 1993 SURVEY OF STATE PUBLIC ADMINISTRATORS' OPINION ON WORKFORCE 2000

Dear Public Administrator:

The National Association of Schools of Public Affairs and Administration (NASPAA) has awarded a 1992-93 Cultural Diversity Innovation Grant to the Center for Governmental Services at Indiana State University to promote cultural diversity in its MPA (Master of Public Administration) curriculum.

In connection with this project, the Center is conducting a survey of state public administrators. The purpose of this survey is to learn more about the opinion of these administrators about projected cultural diversity in Workforce 2000 and to obtain their suggestions about promoting cultural diversity through educational programs. The attached questionnaire has been prepared to obtain your personal views about how the MPA programs may contribute toward an effective culturally diverse workforce in local, state and federal public services by the year 2000. A postpaid envelope is enclosed for your response. Should you have any questions about this survey, please call me at (812) 237-2430 or Mary Richmond (the Center Secretary/Librarian) at (812) 237-2436.

The results of this survey will be reported in aggregate numbers and will not identify individuals surveyed. The results of this survey will be submitted as a final report to NASPAA (National Association of Schools of Public Affairs and Administration). Should you like to obtain the results of this survey, please ask us for a copy. Thank you for your cooperation.

Sincerely,

M. K. Mohapatra, Ph.D., Professor of Political Science
Director, Center for Governmental Services
and Master of Public Administration Program

MKM:mr
enclosure

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A 1993 SURVEY OF STATE PUBLIC ADMINISTRATORS' OPINIONS ON WORKFORCE 2000

1. How familiar are you with the MPA programs offered by the universities that are located in your area?

   ☐ Very familiar ☐ Somewhat familiar ☐ Not familiar

2. Do the departments or schools of Public Administration offering MPA programs in your area occasionally consult with you about their program development, placement assistance, guest lecturing, or adjunct teaching opportunities? If yes, please describe briefly any assistance that you may have given to these programs in recent years.

3. How familiar are you with current writings about "Cultural Diversity projected in the workforce: 2000"? (e.g. Hudson Institute's study titled Workforce 2000, 1987)

   ☐ Very familiar ☐ Somewhat familiar ☐ Not familiar

   Comments:

4. Is your agency developing any specific plans to manage the culturally diverse workforce of the year 2000? If so, briefly describe below elements of the plans that you think are important.

5. In your opinion, how important should it be for public administrators to develop special competencies in managing a culturally diverse workforce?

6. In your opinion, what special knowledge and skills are needed by individual administrators in managing a culturally diverse workforce in your agency?

7. In your opinion, how important should it be for the graduate schools/departments of Public Administration offering MPA (Master of Public Administration) degrees to recruit, educate and graduate qualified students belonging to the following groups in response to workforce 2000? [check as appropriate for each group.]

Groups	Very Important	Somewhat Important	Not Important	Comments
Women				
Native Americans				
African Americans				
Asian Americans				
Hispanics				
Disabled				
Other groups (specify)				

Your other general suggestions relating to the recruitment, retention and graduation of culturally diverse students in Public Administration graduate programs (if any).

Listed below are some general managerial competencies that have been considered as important for public administrators. In your personal opinion, how important would these be for the state administrators supervising the employees in workforce 2000? [check each item]

Managerial competencies for Public Administrators	Very Important	Somewhat Important	Not Important
Evaluating employee productivity			
Motivating employees			
Problem solving and decision making			
Knowledge of participative decision-making			
Using computer packages (e.g., spreadsheets databases)			
Designing research studies or program evaluations			
Developing monetary budgets			
Counseling and disciplining employees			
Interpersonal communication			
Mentoring employees in career development			
Building teamwork in the work group			
Managing conflict in the work group			
Managing diversity in the workplace			
Influencing superiors and peers			
Understanding the social and political environment			
Commitment to democratic values			
Representing your agency to external constituencies			
Knowledge of legal processes			
Knowledge of managerial ethics			
Your comments, if any, about managerial competencies.			

9. Culturally diverse employment is on the rise in many state agencies. Listed below are some strategies that may be used to develop managerial competencies among the women or minorities for higher level positions. Based upon your own experiences in dealing with employees indicate how effective, you think, each of these strategies are. Please feel free to add to this list any additional strategies that you feel might be useful.

STRATEGIES	Very Effective	Somewhat Effective	Not Effective
A. Encourage them to participate in in-house leadership training program.			
B. Encourage them to enter university-based managerial degree programs (e.g., MPA, MBA, MSW).			
C. Encourage them to join in-house certified public management programs (e.g., CPM).			
D. Providing them with informal on-job training to develop managerial competencies.			
E. Developing in them general political sensitivity.			
F. Encourage them to join professional groups and attend meetings/workshops organized by these groups.			
G. Encourage them to establish political contacts outside the agency.			
H. Mentoring them about career development options in the public sector.			
I. Assist them in networking with other minority/women employees.			
J. Recommend to them reading of professional periodicals in their field of work.			
K. Encourage them to develop their public relations/presentation skills.			
L. Encourage them to develop their global perspectives through readings of international issues.			
Your comments (if any).			

10. Here is a sampling of specific programs that are being planned and/or implemented by the university-based schools/departments of Public Administration offering MPA programs to improve cultural diversity in the public services. In your opinion, how effective would these programs be in providing culturally diverse managerial workforce for public agencies of the year 2000? [check each item]

Types of Special Programs in Schools/Departments of Public Administration	Very Effective	Somewhat Effective	Not Effective	Your Comments
Developing curricular material for all MPA students designed to emphasize sensitivity toward multi-cultural society.				
Reaching out to recruit, retain and graduate qualified pre-service African-American (and other minorities) women students in the MPA program.				
Recruiting qualified minority/women employees currently working in public agencies to join MPA programs as part-time students.				
Providing specialized workshops on management topics designed to develop leadership skills among women and minority public employees currently holding non-managerial positions.				
Providing an opportunity for minority/women students in the MPA programs to contact high-level women/minority government agency officials for career counselling.				
Establishing faculty/student exchange program with historically black colleges and universities (HBCUs).				
Scheduling presentations of high level minority/women officials to small groups of minority/women students currently enrolled in MPA classes about career opportunities in public service.				
Encouraging qualified women/minority MPA students to join Ph.D. programs.				
Providing information to minority/women students about successful role models of Professors of Public Administration.				

11. In your opinion, what other programs can be developed by the schools/departments of Public Administration in helping women/minority employees in public agencies in developing their own managerial skills and knowledge?

BACKGROUND DATA

(For statistical purposes only)

12. Number of employees directly supervised in your present position (check as appropriate):

☐ 3 or less ☐ 4 - 7 ☐ 8 - 10 ☐ more than 10

13. Which of the following best describes the work unit you are responsible for: (check only one)

☐ Data/paper oriented
☐ People/service oriented
☐ Finance/money oriented
☐ Machine/production oriented
☐ Political/public relations oriented
☐ other (specify)_____

14. Your educational background:

General Education
(Please check highest degree received)

☐ High School or less _____
☐ Bachelor's _____
☐ Master's _____
☐ Ph.D/DPA _____
☐ MD _____
☐ JD/LL.B. _____
☐ Other (specify)

Public Administration Education (Please indicate university's name: optional)

☐ BA _____
☐ MPA _____
☐ DPA _____
☐ Workshops/seminars, etc._____
☐ CPM(Certified Public Mgmt) Training _____
☐ No special education in Public Administration

15. Your current memberships in three major professional organizations (list):

1. _____ 2. _____ 3. _____

16. Gender ☐ male ☐ female

17. Ethnicity ☐ Black ☐ White ☐ Hispanic ☐ Asian ☐ Native American ☐ other (specify) _____

18. Years of service with government agencies _____

19. Nature of your present appointment:

☐ Elected official
☐ Political Appointee
☐ Merit system employee
☐ Other specify _____

20. Is your agency primarily supported with federal funds?

☐ Yes ☐ No ☐ Not sure

21. Do you have any other general comments about barriers to advancement for minorities and women employees in state agencies? How can individual employees overcome these barriers?

_____
_____
_____
_____

22. Sometimes minorities/women employees may be placed in managerial positions mainly due to Affirmative Action programs, but may lack prestige or influence in the agencies. How can these managers be more effective by acquiring prestige and influence in agencies?

_____
_____
_____
_____

The Center for Governmental Services wishes to thank you again for taking enough of your time to complete this questionnaire. The information obtained from this study will enable us to continue providing public service education of the highest quality to develop managerial workforce for workforce 2000. Should you need a copy of the results of this survey, contact Mary Richmond, (812) 237-3436 or write to Center For Governmental Services, Indiana State University, Terre Haute, Indiana 47809.